

**CITY OF MINNEAPOLIS
CPED PLANNING DIVISION
HERITAGE PRESERVATION COMMISSION STAFF REPORT**

FILE NAME: 520 Second Street SE, 520 ½ Second Street SE, 110 5th Avenue SE

DATE OF APPLICATION: 7/21/04

APPLICANT: Bluff Street Development LLC for Lupe Development Partners

DATE OF HEARING: 8/10/04

HPC SITE/DISTRICT: St. Anthony Falls Historic District

CATEGORY: contributing

CLASSIFICATION: Certificate of Appropriateness for New Construction

STAFF INVESTIGATION AND REPORT: Amy Lucas

DATE: 7/30/04

A. SITE DESCRIPTION:

The three buildings located at 520 Second Street SE, 520 ½ Second Street SE and 110 5th Avenue SE sit within the St. Anthony Falls Historic District. The three buildings sit mid-block between Fifth Avenue SE and Sixth Avenue SE on the river side of the street. The rear of the buildings face the Mississippi River and are backed with rows of railroad tracks that spur into the Pillsbury “A” Mill complex on the northern blocks. The buildings on this block were all designed to accommodate the rear rail yard and many have their original loading docks and large garage doors.

129 Sixth Avenue SE: The two-story brick building on the corner of Second Street and Sixth Avenue is currently operated by the W.D. Forbes Company. Forbes also has one and two-story manufacturing buildings across Second Street. The building located at 129 6th Avenue SE was constructed in 1884 as the Shepard Manufacturing Company which manufactured broom handles. A rear addition was added after 1947. This building will remain on the site under continued ownership of the Forbes Company. The proposed new construction will abut this building.

520 ½ Second Street SE: The building located at 520 ½ Second Street SE sits between 520 Second and the corner building on 6th Avenue SE (Forbes building, 129 Sixth Ave SE). This one-story, red brick building was constructed in 1892 as an addition to the Union Railway Storage Company complex which began operation on this block in approximately 1883. The elevation facing Second Street has received new windows with brick infill and the central garage door has been filled with brick and a window. The elevation facing the river and railroad tracks retains original integrity. The elevation facing the tracks is raised to accommodate load transfers from trains and has a large garage door. The location of the building was specifically chosen for the proximity to the railroad and the design reflects the industrial use of the historical period. As the rail yards disappear and the riverfront is redeveloped few historical warehouse type buildings survive.

520 Second Street SE: The building located at 520 Second Street SE is a two-story, red brick building with a central garage door opening. The building was constructed in 1945 for the Minneapolis Equipment Company and was used as a machinery repair shop. The brick veneer faces Second Street and the rear of the building is concrete block facing the river and the railroad tracks. The elevation facing the tracks is raised to accommodate load transfers from trains and has a large garage door. Previous buildings on this property were built and operated by the Union Railway Storage Company.

110 Fifth Avenue SE (518 Second Street SE): The building located at 110 Fifth Avenue SE is at the opposite corner of the block. The property is currently owned by the Soap Factory art gallery (a.k.a. No Name Gallery). The applicant is applying for the demolition of a small freestanding portion of this building which sits at 518 Second Street SE; the owner has made arrangements with the Soap Factory owners to purchase and demolish this building. This one-story concrete block building measures 30' by 24' and was constructed in 1938. The building is an early two-car garage with a brick lintel over the doors. The applicant is also applying for the removal of the loading dock behind the garage. The loading dock is attached to the rear of building at 110 5th Avenue SE which was constructed in 1883. It is unclear how the applicant will treat this early warehouse which is part of the Soap Factory property. The Soap Factory building owners will retain ownership of the remainder of the building. The Soap Factory building was constructed in 1883 for the Union Railway Storage Company and has a later 1892 addition also. These historic buildings will abut the proposed new development.

The street faces of these buildings are all at the same alignment against the sidewalk edge. This wall of historic one and two-story masonry buildings creates a viewscape that continues into the next few blocks of Second Street with the historic Herzog buildings.

A single-family, two-story residence with a two-story carriage house sits directly across the street at 204 Fifth Avenue SE. The Tuttle-Chapman House was constructed in 1885. The building next to the residence is a one story steel warehouse which was constructed in 1956 for Butler Manufacturing Company. (The applicant is planning to demolish this 1956 building in the future, but has not applied through the HPC. This property is handled in the attached EAW.) The historic district boundary is along Sixth Avenue SE, but the historic viewscape continues along the block south of Second with the long two-story brick building built in 1890 for the Herzog Iron Manufacturing Company (a.k.a. American Bridge Company Plant or Metal Matic).

B. BACKGROUND:

The Certificate of Appropriateness for the demolition of the three buildings at this location is handled in a separate staff report.

C. PROPOSED CHANGES:

The applicant is proposing to construct an eight-story condominium building with three levels of underground parking. The building will have 65 dwelling units and 91 parking spaces. The building will be 84 feet tall at the cornice level above Second Street SE. There will be a trellis and two rooftop penthouse stair towers on top of the building; these structures are not calculated in the height. The lot slopes down to the river, but the height above Main Street is not provided. Heights of buildings in the area were calculated as part of the Pillsbury A Mill EAW. (See Attachment D) Current zoning for this proposal limits the height of new construction to four stories or 56 feet whichever is less. Current zoning also limits these three combined parcels to 25 dwelling units.

Access to the underground parking is proposed along the west elevation between the new construction and the Soap Factory/No Name Gallery building at 110 Fifth Avenue SE.

The building design incorporates a buff colored, one-story base of precast concrete panels with a dark red brick shaft. (samples provided) The cornice detail is a simple precast concrete panel. The eighth floor is set back with railings around the perimeter of the roof. The proposed windows are arranged in a consistent pattern and are industrial-style, small paned windows. Window choice is unclear. Applicant

submitted specifications for aluminum single hung windows and for steel tilt windows. Both types appear to be small-paned and industrial in scale.

The main elevation along Second Street will have a red brick and precast concrete veneer. The entrance is centered with a canopy and there are three bays of inset balconies on this elevation. Balcony railing details with a metal mesh design are provided in the packet.

The elevation facing the river (south) will have corner balconies and hanging balconies. A central stair accessing a proposed garden is at the parking deck base. The two-story parking deck base facing the river lacks design elements that break the flat wall. The dark brick will be employed in the central shaft of the building, but the sides and center strip will have corrugated metal siding. (sample provided)

The side elevations (west and east) are similar with brick, precast concrete panels and corrugated metal siding. The balconies on these elevations are inset. The two-story Forbes building to the east and the two-story No Name Gallery building to the west will remain. The Forbes building wall will abut the proposed construction and there will be a driveway separating the No Name Gallery building to the east along Second Street. A rear section of the No Name Gallery will abut the proposed new construction. The owners of the No Name Gallery have expressed concern about the implications of the demolition on the stability of their wood frame building as part of the EAW process.

D. GUIDELINE CITATIONS:

ST. ANTHONY FALLS HISTORIC DISTRICT GUIDELINES (June 1980)

An addition to "District Guidelines for Utilization" (adopted April 18, 1978)

Preamble

The St. Anthony Falls Historic District is a varied area that includes structures of historical significance (e.g. mills), some that are architecturally distinguished (e.g. Our Lady of Lourdes), buildings that contribute to the historicity of the district (e.g. Salisbury Mattress Co., now Main Place), some non-contributive buildings (e.g. Post Office Parking Ramp), and also a great deal of open space. Traditional, uniform regulations are not adequate because of this variety. Instead, the HPC has divided the district into sub-areas that contain structures with common features and that share common concerns.

Purpose

The purpose of the Heritage Preservation Commission in following these regulations for permit review is to provide architectural control and maintenance of the St. Anthony Falls Historic District by promulgating regulations governing construction and rehabilitation for the preservation, protection and perpetuation of the St. Anthony Falls Historic District designated by the State of Minnesota.

These regulations apply to any and all new construction and rehabilitation of existing buildings and structures within the St. Anthony Falls Historic District.

The furthermore are intended to:

- 1) preserve the memory of past events
- 2) encourage sympathetic new development
- 3) encourage and enable access to the river
- 4) foster along the riverfront and adjacent areas a viable community geared to the pedestrian.

General Regulations

Infill construction shall be visually compatible with historic structures within the sub-area with regard to siting, height, proportions of facade, walls of continuity, rhythm of projections, directional emphasis, materials, nature of openings, texture, roof shapes, details, and color.

The Heritage Preservation Commission shall review all permit requests according to the standards established in the regulations. Variances to these regulations will be granted only in cases where an applicant clearly demonstrates that an alternative design is a superior and compatible solution.

H. Left (East) Bank Milling

This area is bounded by Central Avenue, University Avenue and Sixth Avenue Southeast, excluding the block bounded by University Avenue, Sixth Avenue Southeast, Second Street Southeast, and Fifth Avenue Southeast.

1. Siting: New buildings shall be constructed with principal elevations in line with the facades of existing buildings. New construction shall continue to form a visual wall along the street.
2. Height: New buildings to be no higher than that of existing silo-mills in the area.
3. Rhythm of Projections: There shall be no major projections on the principal facades, since there is no consistent pattern of projections of the existing buildings.
4. Directional Emphasis: The existing buildings have both vertical window bays and horizontal belt courses, resulting in a non-directional emphasis. Therefore, new construction also shall have no strong directional emphasis.
5. Materials: The exterior surface of new buildings shall be constructed of brick, stone or concrete.
6. Nature of Openings: Openings should appear in a consistent and repeated pattern across the principal facades. Window openings should be approximately 2-1/2 to 3 times as tall as they are wide. Doors and windows should be set toward the front of the openings but should not be flush with the masonry surface. "Storefront" construction may be used on the first floor.
7. Roof Shapes: New buildings should have flat or nearly flat roofs.
8. Details: New buildings should have some emphasis given to the upper termination of the building. Where other surface treatment is used, it should reflect details from other buildings.
9. Color: The primary surfaces of new buildings should be deep red or buff, similar to the existing unpainted buildings. Trim should be subdued earth tones or flat black.

E. FINDINGS:

1. The building is proposed new construction in the St. Anthony Falls Historic District.
2. The proposed construction meets the guidelines for siting, rhythm of projections, directional emphasis and roof shape.

3. The color of the windows, railings and doors of the proposed new construction has not been submitted so staff is unable to determine compatibility within the historic district. The proposed brick and stone colors are deep red and buff as recommended in the design guidelines. The silver metal (zinc) siding is not an inconsistent color in the historic district.
4. The design of the north, east and west elevations follow the guidelines for nature of openings. The elevation facing the river (south) does not follow the guidelines for nature of openings. This elevation is a principal elevation and will affect the river views and Main Street views. The two-story parking deck base is void of openings or design elements that break the monotony of the 95' 6" long wall.
5. The proposed construction is inconsistent with the guidelines for height and proportions. The "east side milling district" section of the guidelines state that the height of new buildings shall be no higher than existing silo-mills in the area. But the general guidelines at the beginning of the guidelines state that infill construction shall be visually compatible with historic structures with regard to height and proportions. This proposed eight-story building is incompatible with the surrounding block and neighboring historic structures which are one and two-stories. The proposed construction will dwarf the two historic structures that will remain on the block and the single-family residence across the street. The zoning code restricts heights to four stories or 56 feet in this area. A four story building would not dwarf the remaining historic structures or historic viewscape of the St. Anthony Falls Historic District.
6. The proposed construction is inconsistent with the guidelines for materials which states that new buildings shall be constructed of brick, stone or concrete. The proposed new construction will employ corrugated metal siding as well as brick and precast concrete panels. Corrugated metal is compatible with the industrial nature of the riverfront milling area and is an acceptable siding material at this location. The proposal will maintain a masonry façade on Second Street and corrugated metal is proposed for the sides and elevation facing the river. This design approach is compatible with the historical use of materials in the district which maintained industrial character towards the river and railroad tracks, but upheld a masonry façade along Second Street. The size of the precast concrete panels is unclear, but a smaller block size is appropriate and would not dwarf the brick of the historic facades along Second Street.

F. STAFF RECOMMENDATION:

Staff recommends that the HPC adopt staff findings and **approve** the Certificate of Appropriateness with the following conditions:

1. The building height shall be limited to four stories or 56 feet.
2. The south elevation facing the river must be redesigned at the parking deck level. The new design should break the flat wall pattern and can be accomplished through grilles, windows or a change in materials. Staff must approve the final design.
3. Staff must approve signage for the building.

4. Staff must approve final window, door and garage door specifications for the building including color.
5. Staff must approve all final building material samples for the proposal. The precast concrete panels shall not be larger than the standard concrete block.
6. Applicant shall monitor the stability of the surrounding historic buildings during the demolition/construction phase.
7. All glass must be clear, non-tinted, non-reflective glass. One coat of Low-E glazing is permitted on the interior surface of the windows.
8. The Certificate of Appropriateness is only valid if the HPC approves a Certificate of Appropriateness for the demolition of the three buildings (520 Second St. SE, 520 ½ Second Street SE, 518 Second St. SE), or if the City Council approves a demolition permit for the three buildings.

G. HPC RECOMMENDATION:

At the public hearing of August 10, 2004, the Heritage Preservation Commission voted to **adopt** the staff findings and **approve** the Certificate of Appropriateness with the staff conditions 1-7.